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PROGRAMME PLANNING: COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

FIFTH COUNTRY PROGRAMME FOR ZAMBIA

Note by the Administrator

I. PROCESS OF THE PROGRAMMING EXERCISE

1. The fifth country programme exercise began with a mid-term review of the fourth country programme in June 1989. An in-depth assessment of the fourth programme was also undertaken in November 1990. The substantive recommendations of these two exercises emphasize human development, capacity-building, economic management, agricultural development, export diversification and women in development. They were confirmed in an advisory note and are also the central themes of the Government's Fourth National Development Plan (January 1989 to December 1993). Consequently, the fifth country programme is in line with the Government's objectives and priorities as further elaborated in the policy framework paper and as being implemented under the Economic Recovery Programme.

2. The Government has made a special request to all donor agencies, including the United Nations Development Programme (UNDP), to adjust their respective programmes to support additionally the smooth implementation of the Economic Recovery Programme. Critical in this connection and of highest priority is the timely support of technical cooperation programmes to facilitate the implementation of the Social Action Programme designed to mitigate the negative effects of the Economic Recovery Programme on vulnerable groups.

3. A series of missions was undertaken to assist the Government in the preparation of programmes in the following areas: education (United Nations Educational, Scientific and Cultural Organization (UNESCO)); industry (United

Nations Industrial Development Organization (UNIDO)); employment (International Labour Organisation (ILO)); food security (Food and Agriculture Organizaation of the United Nations (FAO)); environment (UNDP); women in development (UNDP); human immunodeficiency virus (HIV) and acquired immunodeficiency syndrome (AIDS) (United Nations Volunteers (UNV)); and malnutrition control (UNDP). Most of these missions were financed from Development Support Services (DSS) and projects financed through the indicative planning figure (IPF). The fifth country programme reflects these priority programme areas; in each case, the nature and scope of UNDP support will be further defined through continuous programming dialogue.

4. At an interministry/UNDP meeting held to review the UNDP advisory note, the Government endorsed the proposed priority and concentration areas for the fifth programme. A joint team comprising the Government and UNDP officials was established to draft the programme, which has now been finalized.

5. Within the framework of the Joint Consultative Group on Policy (JCGP), the World Food Programme (WFP), the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA), the International Fund for Agricultural Development (IFAD) and UNDP are actively collaborating in the implementation of projects in such areas of common concern as nutrition, education, Food for Work programme, grass-roots development and women in development. Further, the fifth country programme has close links to the priorities of the intercountry programme for Africa.

6. UNDP resources available for the fifth country programme have been established at $31,752,000, out of which $3,142,000 should be deducted as an overcommitment of the fourth country programme. Of the $28,610,000 actually available for the fifth programme, the spillover of projects from the fourth will require $1,751,147, leaving a balance of $26,858,853 for the new programme. It is expected that the new programme will stimulate multilateral and bilateral arrangements related to the areas of concentration selected by the Government for UNDP cooperation.

II. ANALYTICAL COMMENTARY ON THE FIFTH COUNTRY PROGRAMME

7. The primary objective of the programme - to support the Government's efforts to implement the Fourth National Development Plan and the Economic Recovery Programme with emphasis on national capacity-building and human development - is selective and focuses on areas where UNDP technical cooperation can best contribute to the attainment of national goals and priorities. The promotion of income-generating activities as a means of alleviating poverty will receive priority attention, especially in the agriculture and industry sectors, which have a large concentration of vulnerable groups.

8. In keeping with the spirit of Governing Council decision 90/34 of 23 June 1990, such themes as poverty eradication, grass-roots participation in development, women in development and the environment will be mainstreamed

within the sectoral areas identified in the country programme. In addition, in view of the high priority accorded to women in development by the Government, as reflected in the Fourth National Development Plan and the Social Action Programme, a separate area of concentration on women in development has been included in the country programme with a view to fostering greater empowerment, reflected in improved living standards for women.

9. The areas selected for UNDP cooperation during the country programme are considered by the Government as those where UNDP has clear comparative advantage over other donors, in view of its central role in technical cooperation, its demonstrated capacity to coordinate such assistance, its active participation in the formulation of projects and its sectoral and political neutrality.

10. Like many African countries, Zambia is faced with the HIV/AIDS pandemic, the impact of which cuts across all sectors of the economy. The Government has confirmed that this issue will be explicitly addressed in its development plan and human resource strategies. UNDP assistance will be geared to strengthening community capacity to cope with the impact of the pandemic.

III. MANAGEMENT OF THE FIFTH COUNTRY PROGRAMME

11. Management of the country programme will reflect the dynamic aspects of the Fourth National Development Plan and the Economic Recovery Programme, the objectives of which are envisaged to continue beyond 1993. The Government is committed to reducing the number and increasing the size of projects and focusing them fully on the Economic Recovery Plan. An endeavour will be made to enhance programme cohesion and impact through annual and mid-term reviews of the country programme, the latter in mid-1993, by which time the national technical cooperation assessment and programme (NATCAP) will have provided a framework with which to identify technical cooperation programmes. The preliminary impact of the Economic Recovery Programme and the Government's new priorities for the next planning cycle, if different, will also be known by then; this will allow possible adjustments in the country programme to reflect the Government's existing policies and priorities.

12. The Government's role in national execution of projects will be strengthened and the United Nations specialized agencies will cooperate as appropriate in facilitating this process. Non-governmental organizations (NGOs) will be invited to participate in the design and execution of projects, especially in activities relating to income-generation, malnutrition control, women in development and rural water supply and sanitation, which fall within the Social Action Programme.

13. UNDP is already actively involved in aid coordination in Zambia. It has presented a paper on technical cooperation at the consultative group meeting and has cooperated through the mechanism of the local consultative group. It has taken the lead in the working group on food security and nutrition and

also participates in the Task Force on Education for All. In future, UNDP assistance will also include: capacity-building in areas of external aid coordination; monitoring implementation of the Economic Recovery Programme; and manpower development to enable civil servants to carry out the recovery programme more effectively.

14. Activities will be identified for such modalities as United Nations International Short-term Advisory Resources (UNISTAR) and technical cooperation among developing countries (TCDC). Furthermore, UNV specialists and DSS will also be given priority as cost-effective and, in many cases, community-based means of providing essential technical cooperation.

IV. RECOMMENDATION OF THE ADMINISTRATOR

15. In summary, the fifth country programme for Zambia supports the new direction and strategies for national development adopted in the country's Fourth National Development Plan and elaborated upon in the Public Investment Programme (PIP), with particular emphasis on alleviating poverty and minimizing the negative effects on vulnerable groups of the population. It focuses on capacity-building and human development, with emphasis on agricultural development, food security, policy-level analysis, external aid coordination and income-generating activities in priority areas. Thus, the country programme ensures that UNDP technical cooperation maximizes its contribution towards the attainment of the stated national goals and objectives. It is also directly in line with the Governing Council's stipulations on the global priority focus areas for the fifth programming cycle. If successfully implemented, the country programme will contribute to the Government's economic reform programme and overall human development.

16. The Administrator recommends that the Governing Council approve the fifth country programme for Zambia.